

# **Juvenile Justice Grant Funds Application Kit**

**2006**

***Inviting Applications for Juvenile Delinquency  
Prevention and Intervention Initiatives***

**Virginia Department of Criminal Justice Services  
Juvenile Services Section  
202 North 9th Street  
Richmond, Virginia 23219**

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## **JJDP GRANT PROGRAM TIMELINE -- REVISED**

<b>May 2006</b>	Announcement of Availability of Funds
<b>June 23, 2006</b>	Concept Papers and Required Attachments Due to DCJS
<b>July 7, 2006</b>	Selection of Concept Papers by JJDP Grants Subcommittees
<b>July 10, 2006</b>	Notification/Invite Proposals
<b>August 4, 2006</b>	Deadline For Submission of Invited Proposals
<b>August 30, 2006</b>	Review of Proposals by Advisory Committee on Juvenile Justice
<b>TBA</b>	Appeals Hearing (If Needed)
<b>September 14, 2006</b>	Criminal Justice Services Board Decisions About JJDP Funds
<b>October 1, 2006 - June 30, 2007</b>	Project Period

# APPLICATION KIT

## I. Background of the Juvenile Justice and Delinquency Prevention Act

The Juvenile Justice and Delinquency Prevention (JJDP) Act was passed by Congress in 1974 to address the need for reform and improvements in the juvenile justice systems nationwide.

To be eligible to participate in the Act and receive JJDP Formula Grant funds, states are required to develop and adhere to policies, practices, and laws which deinstitutionalize status offenders and non-offenders, separate adults and juveniles in secure institutions, and eliminate the practice of detaining or confining juveniles in adult jails and lockups. In addition, states must address efforts to reduce the disproportionate minority contact with the various stages of the juvenile justice system, where such conditions exist. These four core requirements have been the major focus of states' federally funded efforts under the Act.

Historically, the emphasis on achieving and maintaining compliance with the core requirements and fostering improvements in services for delinquent youth has resulted in little of the Formula Grant funds being available for delinquency prevention activities. In recognition of this, Congress added Title V Incentive Grants for Local Delinquency Prevention Programs during the 1992 re-authorization of the JJDP Act. This year's Title V award was approximately \$52,000, significantly less than in previous years. In an effort to continue supporting delinquency prevention efforts, the Advisory Committee on Juvenile Justice intends to fund both prevention and intervention programs using Title II funding.

Congress has structured the Title V Delinquency Prevention Incentive Grant Program to support units of general local government that have formulated a community-wide comprehensive strategy for addressing the prevention of delinquency. Although we are using Title II funds to support delinquency prevention efforts, we are retaining most of the criteria of the Title V program for prevention programs. This prevention strategy is based on the assessment of risk factors which research has shown to be associated with the development of delinquent behavior. The assessment process and the development of a comprehensive plan are to be undertaken by a local Prevention Policy Board (PPB) whose membership reflects the cultural, ethnic and economic diversity of the community. See **Appendix A** for more detail about the requirements of the PPB. In addition, to be eligible to receive Title II funds, Congress requires the applicant local unit of government to be in compliance with the core requirements of the JJDP Act, and must provide a match, in cash or in kind, of 50% of the federal funds awarded.

JJDP grants are awarded to localities in compliance with the core requirements as "seed" funds for model programs that address an area or areas of need in the juvenile justice system. The areas of need are identified by the analysis of juvenile justice system data.

Priorities for areas of funding for prevention and juvenile justice system-involved youth include the following:

- Reduce recidivism of adjudicated juveniles released from secure confinement. Programs funded under this priority area may include Functional Family Therapy (FFT), Cognitive Behavioral Therapy, or Multi-Systemic Therapy (MST).

- Address criminalization of juveniles with mental health/substance abuse needs. A strategy for funding might include an assessment of your current system for addressing the mental health needs of juveniles and some strategy recommendations for addressing these needs before the youth get involved in the juvenile justice system.
- Address disproportionate minority contact within the juvenile justice system. This might involve replicating evidence-based programs in minority communities.
- Target at risk children and young offenders age 13 and below. Examples of programs funded might include Nurse-Family Partnership, Functional Family Therapy (FFT), or Multi-Systemic Therapy (MST).
- Increase alternatives to detention. This could include hiring a detention expeditor to find alternatives within the community and minimize the length of stay in detention for system-involved youth.
- Reduce system involvement of truants and juveniles with other negative school related behaviors. Examples of programs funded under this category might include Strengthening Families, and Olweus' Bullying Prevention Program.
- Enhance legal representations of juveniles. Please see Annie E. Casey Foundation's Pathways to Juvenile Detention Reform Reducing Racial Disparity on Juvenile Detention for examples of strategies to enhance legal representation.

Prevention programs must address an area of need that is prioritized through a comprehensive planning process, and should replicate an evidence-based prevention program, practice or strategy.

The Advisory Committee will make funding decisions with an emphasis on replication of evidenced-based programs, practices or strategies.

**There are many programs and strategies that have been shown to be effective. A good resource is our website at <http://www.dcjs.virginia.gov/juvenile/> (click on the Model Programs and Best Practices menu on the left). The DCJS staff is also available to provide direction and assistance. For assistance please contact Ashaki McNeil at (804) 225-4329.**

#### **IV. Risk and Protective Factors**

Part of the analysis of the areas of need includes the identification of the risk and protective factors present in each community. There are risk factors that are known to be associated with delinquent and other problem behaviors. J.D. Hawkins and R.F. Catalano's research model identifies those risk factors that are known to be associated with delinquent behavior (**Appendix B**). A reduction in risk factors and/or an increase in protective factors should correspond to changes in behavior that will prevent or interrupt the cycle of penetration into the juvenile justice system for youth and decrease the overall level of crime in the community. For more information on risk and protective factors see DCJS publication "Risk and Protective Factors for Delinquency" (Hanna, 2001), <http://www.virginia.gov/juvenile/resources/juvenileServicesReport/Sept2001.pdf>

#### **V. Assessing and Addressing Minority Overrepresentation**

In Virginia, minority children are over-represented at each stage in the juvenile justice system, including arrest, intake, secure detention, and juvenile correctional facilities. African American youth are over-represented throughout the juvenile justice system, relative to their percentage in the juvenile population. They constitute just 25.0% of the juvenile population aged 10-17, but 47.4% of intake delinquent offenders, 51.4% of secure detention admissions, and 67.4% of commitments to juvenile correctional facilities. Thus, as one moves deeper into the juvenile justice system, the percentage of African American youth increases.

The most effective programs are responsive to the populations they target and therefore should address the demographics of the community in which they are located. There should be an array of programs to meet the varying needs of juveniles in the community, and they should be accessible to the targeted populations. If any locality that will be served by this initiative has a problem with the overrepresentation of minority youth in the juvenile justice system, the application should include information about how this will be addressed.<sup>1</sup>

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<sup>1</sup> Further information about the overrepresentation of minority youth in Virginia's juvenile justice system can be found in the recent DCJS publication at <http://www.dcjs.virginia.gov/juvenile/resources/200209FactSheet.pdf>

## JJDP GRANT GENERAL SUBMISSION REQUIREMENTS AND FUNDING PROHIBITIONS

Projects not conforming to the following general submission requirements will be rejected.

1. Applications must address all key components applicable to the funding source outlined on the following pages to be eligible for consideration.
2. Localities can apply for both prevention and intervention funds. A separate concept paper and separate copies of all forms are required for each application. All grants are awarded on a competitive basis.
3. Only units of local government are eligible to apply for JJDP funding assistance. State agencies are not eligible to apply. Private, non-profit agencies may conduct projects only under contract with a local unit of government. Multi-jurisdictional applications will be considered, provided one locality serves as the grant applicant and the governing body of each affected locality submits an endorsement of the project activities and a commitment of participation. A locality can only be represented by a single new prevention and a single new intervention application. A locality may submit a new application either for its own initiative or as part of a multi-jurisdictional initiative, but not both.
4. The chief executive official (city manager or county administrator) of the sponsoring local unit of government must sign the application. All sections of the application pertinent to the proposed project must be completed in full.
5. Projects which accept referrals from any agency, or which make referrals to any agency, must have letters of intent to participate and/or cooperate with the project from the affected agency or agencies. Intervention applications must have the endorsement of the Juvenile and Domestic Relations District Court(s) and the Court Services Unit Director(s), as evidenced by letters of support.
6. The requesting agency must assure its willingness to comply with all DCJS requirements for administration, monitoring, reporting, evaluation, and data collection. This includes the Americans with Disabilities Act of 1992, and the JJDP Act of 1974 (PL 98-473). Localities must assure continued compliance with the JJDP Act or have a DCJS-approved corrective action plan.
7. All applicants must comply with the *Code of Virginia* and any standards applicable for projects of the type being requested.
8. Equipment requests must be clearly justified and directly related to service delivery programs and/or projects or system improvement projects.
9. JJDP Act funds will not be made available for programs or activities for which there is already a dedicated source of funding (including local, state, or other federal funds). Examples of this include School Resource Officer programs and services for children who are mandated to receive services from the Comprehensive Services Act (CSA) and/or are eligible for Medicaid.
10. Funds from this grant cannot be used to replace federal, state or local funds that would, in the absence of this grant, be made available for the same purposes (no supplanting).

11. All funding is subject to the availability of federal funds.
12. In addition to a project's implementation and performance, and the availability of funds, a key factor in determining eligibility for continuation funding will be compliance with grant financial and progress reporting requirements. No recipient of funding through this grant program will be considered for subsequent annual allocations if, as of the annual status update due date, any of the required Financial and Progress reports for the current allocation are more than 30 days overdue. For good cause, submitted in writing by the grant recipient, DCJS may waive this provision.
13. Localities out of compliance with any of the four core requirements of the JJDP Act are not eligible to receive prevention funds. Localities out of compliance with the JJDP Act may apply for intervention funds to be used toward achieving compliance with the core requirements of the JJDP Act.
14. JJDP funds cannot be used for:
  - a. construction, renovation, or land acquisitions
  - b. vehicles, weapons and uniforms, or uniform allowances
  - c. delinquency prevention planning
  - d. payment of dues to organizations or federations
  - e. costs for social activities not directly related to the objectives of the proposed project, including food and alcohol for such activities
  - f. office furniture
  - g. costs related to lobbying, political activity; interest costs; honoraria; bonuses; personal calls; alcohol; fines, penalties, law suits or legal fees; contingencies such as pending litigation, possible liabilities, etc.; and contributions and donations.
15. Prevention Programs only

Local matching funds are subject to the same requirements for accounting and expenditure as federal grant funds. These include the certifications and assurances required to be submitted with the grant application and any conditions attached to the grant award. The following DCJS definitions and administrations procedures will apply.

  - A Cash Match:** a designated amount of **non-federal cash** required to be supplied by the subgrantee for the use of the project in addition to the federal or state grant award amount. This amount will appear as part of the project budget. The cash match must be spend during The period of the grant award. **Failure to spend the minimum required cash match would reduce the amount of the DCJS grant award proportionally.** The cash match in the approved budget may not be used to match other federal, state, or local funds. Funds from other federal sources may not be used as match unless specifically authorized as such by the federal funding source.
  - B. In-Kind Match:** a designated amount of **non-federal** services, supplies or operating Expenses (which are assigned a dollar value based on fair market value of the item, or the rate which is normally paid for the service in a particular community) required to be supplied by the subgrantee for the use of the project in addition to the DCJS grant award amount. Some examples of in-kind match are volunteer time, supplies, space and services, all of which have been assigned dollar values. The basis for determining the valuation of in-kind match such as personal services, space, etc. must be documented in the budget



narrative of the grant application. The in-kind match must be spent during the period of the grant award. **Failure to spend the minimum required in-kind match would reduce the amount of the federal grant award proportionally.** The in-kind match in the approved budget may not be used to match other federal, state or local funds .

16. To ensure program integrity and implementation of any research-based program or strategy, applicants are advised to request training and technical assistance from the program developer if model programs are to be replicated. Costs of the training and technical assistance may be included in the program budget submitted. If applicants choose not to seek assistance from the developer, they must specify the steps that they will take to ensure that the program is implemented specifically as designed. If any modifications are anticipated, applicants must discuss and justify them. Modifications that compromise the integrity of the model will not be allowed.
17. All applications for funding must be submitted on DCJS Forms. One original and three (3) copies are required. For ease of duplication, please do not bind copies.
18. All concept papers and attachments must be received by 5:00PM June 23, 2006. Concepts papers may be submitted electronically to [JuvJustGrnt06@dcjs.virginia.gov](mailto:JuvJustGrnt06@dcjs.virginia.gov) or delivered hard copy to DCJS, 202 North 9<sup>th</sup> Street, Richmond, VA 23219, ATTN: Juvenile Services. If submitted electronically, once the system has accepted your attachments an automated confirmation should be given. Please print and save all confirmations.
19. All required attachments, and full applications must be received by 5:00PM August 4, 2006, at DCJS offices located at 202 North 9th Street, Richmond, Virginia 23219. Full applications submitted by fax or electronically will not be accepted. Applications not meeting these deadlines will not be considered.

## DELINQUENCY PREVENTION GRANT INSTRUCTIONS

### Purpose

The delinquency prevention application kit is being issued to solicit applications for funds to replicate model community-based delinquency prevention programs or strategies. Such programs are to be identified through a comprehensive community planning process as being appropriate to addressing the risk factors associated with delinquent behavior in a targeted community. Grants will be awarded on a competitive basis to units of general local government for the provision of direct service model program strategies designed to prevent juvenile delinquency. Applications must address all key components outlined on the following pages to be eligible for consideration. Because Title II funds will be used to fund projects under this solicitation, no match is required, but localities are encouraged to demonstrate support for the initiatives. If the primary target population is juveniles who have already been adjudicated, including those for whom disposition has been deferred by the juvenile court, please see the *intervention* program section of this application kit.

### Program Strategy

The delinquency prevention grant program is based on J.D. Hawkins and R.F. Catalano's research model that identifies those risk factors that are known to be associated with delinquent behavior. Please see **Appendix B** for a matrix of risk factors associated with delinquency. The program seeks to address these factors at the earliest appropriate stage in each child's development. Funds awarded under this program will be used to fund ameliorative services for at-risk children<sup>2</sup>.

The locality's collaborative board is required to have completed a risk and resource analysis, which includes identified, prioritized violence and delinquency risk factors, and to have developed a delinquency and violence prevention plan that addresses those risks. This information is required to ensure that broad-based prevention planning has been completed and that prioritized risk factors will guide the selection and implementation of a prevention strategy developed within a collaborative environment.

Applicants for delinquency prevention program funding must clearly identify the risk factors to be addressed by the project and the domain (community, family, school, and individual/peer) in which the activity will take place. Some of the most effective projects include activities in more than one domain. Additionally, the applicant should identify protective factors existing in the community. The applicant should also identify, as fully as possible, characteristics that are descriptive of the at-risk youth population towards which the activities will be targeted.

### Program Goal

The goal of this program is to reduce delinquency, youth violence, and substance use by youth by supporting communities in providing their children, families, neighborhoods, and institutions with the knowledge, skills, and opportunities necessary to foster a healthy and nurturing environment and encourage the growth and development of productive and responsible citizens. These knowledge, skills and opportunities will be provided through replication of proven model programs or strategies. Today, a substantial body of research exists on the causes and correlates of violence and delinquency. Risk factors and protective factors for violence and delinquency have been identified in

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<sup>2</sup> If the target population is adjudicated youth, please see the intervention portion of this application kit.

many communities, and prevention programs designed to reduce or eliminate risk factors and facilitate protective factors have been implemented.

### **Award Amount and Duration of Grants**

JJDP funds will not be made available for programs for which there is already a dedicated source of funding in Virginia, for example School Resource Officer programs. All funding is subject to the availability of federal funds. The maximum award of federal funds annually per locality for delinquency prevention programs will be \$65,000. Localities must provide a match (cash or in-kind) of 50% of the federal award. The grant period will begin October 1, 2006 and end June 30, 2007. Only one application per locality for new delinquency prevention program funding will be considered. Continuation funding will be available annually (subject to the availability of federal funds) contingent upon:

1. Submission of an annual status update and budget submission;
2. Satisfactory reporting and performance during previous grant years (see below);
3. Availability of matching funds;
4. Continued compliance with JJDP Act core requirements by the applicant locality; and
5. An approved cost assumption/project continuation plan.

In addition to a project's implementation and performance, and the availability of funds, a key factor in determining eligibility for continuation funding will be compliance with grant financial and progress reporting requirements. **No recipient of funding through this grant program will be considered for subsequent annual allocations if, as of the annual status update due date, any of the required Financial and Progress reports for the current allocation are more than 30 days overdue.** For good cause, submitted in writing by the grant recipient, DCJS may waive this provision. Delinquency prevention programs are eligible for 2 additional years of funding (subject to the availability of federal funds).

### **Training and Technical Assistance**

To ensure program integrity and implementation of any research-based program, applicants are advised to request training and technical assistance from the program developer. Applicants are requested to submit evidence that they have contacted the program developer, or his designee, requesting technical assistance. Costs of the training and technical assistance may be included in the program budget submitted. Some of these programs have very high training costs. Applicants are encouraged to weigh the costs of the training with the benefits anticipated for their locality. If applicants choose one of the model programs with a high training cost, they may be expected to contribute some local funds toward the training costs. If applicants choose not to seek assistance from the program developer, they must specify the steps that they will take to ensure that the program is implemented specifically as designed.

## **JJDP INTERVENTION GRANTS INSTRUCTIONS**

### **Goal**

This solicitation is being issued to request proposals for intervention programs meeting one of the priority areas listed below. Emphasis is placed on proposals for replication of evidenced based programs or strategies that have been shown to have positive impacts on Juvenile Offenders in the priority areas listed on page 5 of this solicitation.

### **Program Strategy**

Interventions should be matched through the assessment process to the risks and behaviors evidenced by the youth. Interventions should be employed that have a demonstrated effectiveness with the youth's culture. See OJJDP's model programs guide for assistance in selecting an evidence-based strategy to meet local needs, [www.dsgonline.com/mpg2.5/mpg\\_index.htm](http://www.dsgonline.com/mpg2.5/mpg_index.htm).

### **Award Amount and Duration of Grants**

The grant period will begin October 1, 2006 and end June 30, 2007. Continuation funds may be available (subject to the availability of federal funds) contingent upon:

1. Submission of an annual status update and budget submission;
2. Satisfactory reporting and performance during previous grant years and continued need (see JJDP Grant General Submission Requirements and Funding Prohibitions, pages 7-8);
3. Continued compliance with JJDP Act core requirements by the applicant and participating locality(s).

Grant funds may be available for projects demonstrating satisfactory performance and continuing needs. Subject to the availability of JJDP Act Title II funds, these grants may be continued for four additional years, at full funding the second year, up to 75% of the initial award in the third year, up to 50% of the initial award in the fourth year, and up to 25% of the initial award in the fifth year. The declining share allows for local institutionalization and gradual assumption of costs.

### **Training and Technical Assistance**

To ensure program integrity and implementation of any research-based program, applicants are advised to request training and technical assistance from the program developer. Applicants are requested to submit evidence that they have contacted the program developer, or his designee, requesting technical assistance. Costs of the training and technical assistance may be included in the program budget submitted. Some of these programs have very high training costs. Applicants are encouraged to weigh the costs of the training with the benefits anticipated for their locality. If applicants choose one of the model programs with a high training cost, they may be expected to contribute some local funds toward the training costs. If applicants choose not to seek assistance from the program developer, they must specify the steps that they will take to ensure that the program is implemented specifically as designed.

## JJDP APPLICATION PROCESS

### Eligible Applicants for JJDP Funds

This grant application must be submitted by a unit of general local government (city, county, incorporated town). Please see JJDP Grant General Submission Requirements and Funding Prohibitions, pages 7-9, for additional information.

### Step 1:

#### A. Concept Paper

The first step of the application process is to submit a concept paper. The concept paper should:

1. Identify the planning process by which the community selected the intended project;
2. Identify the model program applied for;
3. Identify the target group by age or grade level;
4. Clearly outline the targeted risk factor(s), with supporting evidence for selecting these priority areas from the comprehensive prevention plan (cite the page in the prevention plan that identifies these prioritized risk factors);
5. Provide a brief summary of the intended project;
6. State in general terms the anticipated outcomes from the project; and
7. Briefly discuss the funding needs for the project, including an estimate of the total grant funds needed.
8. Identify the person who would be able to answer questions about the concept paper. Identify who should be notified with the advisory committee's decision about whether or not to invite a full application. Please include name, position, address, phone, and e-mail address.

Concept papers are limited to three pages, double-spaced, single sided, in 12-point font and must be signed by the city/county manager or administrator, or by a local or regional governmental agency head.

Several attachments must be submitted along with the concept paper, identified in B through D, below.

#### B. Comprehensive Delinquency Prevention Plan (Prevention Programs only)

The proposed project must meet a need identified in the comprehensive delinquency prevention plan for the locality. The applicant jurisdiction must submit one copy of the jurisdiction's three-year comprehensive community delinquency prevention plan (see **Appendix A** for further requirements of plan). In a multijurisdictional application, all localities affected must submit comprehensive delinquency prevention plans consistent with the requirements further described.

There are many models for community comprehensive delinquency prevention planning. Many other grant funded programs in the Commonwealth of Virginia require a similar plan. These include but are not limited to: Family Preservation Plans; Community Services Boards Prevention Plans; Youth Violence Reduction Plans; and Office on Youth Plans. In some communities these planning requirements have been approached by separate ad-hoc planning efforts. DCJS seeks to be a part of the funding of locality-specific comprehensive plans and not to cause localities to duplicate planning for the purpose of receiving JJDP monies. In light of this agenda, localities may choose their model of prevention planning and submit plans, which are consistent with existing local processes and structures, as long as they comply with the federal requirements, articulated in **Appendix A**.

#### C. JJDP Compliance Notice (Page 20)

In order to be eligible to receive JJDP funds, localities must be in compliance with the core requirements of the Juvenile Justice and Delinquency Prevention Act. This Compliance Notice, which

must be signed by the city manager or county administrator, describes those requirements and the process by which a locality can determine their compliance and assure continued compliance.

#### **D. Prevention Policy Board/Planning Group Roster (Page 21)**

Attach the Prevention Policy Board Member Roster.

The deadline for the submission of concept papers and accompanying documents is **5:00 p.m. on Friday, June 23, 2006. Concept papers and attachments should be submitted electronically at [JuvJustGrnt06@dcjs.virginia.gov](mailto:JuvJustGrnt06@dcjs.virginia.gov) or by hard copy to DCJS, 202 North 9<sup>th</sup> Street, Richmond, VA 23219, ATTN: Juvenile Services. Please print and save your confirmation if submitting the concept paper electronically.**

#### **Step 2: Full Application Process**

The JJDP Advisory Committee will invite full applications from jurisdictions based on the following criteria:

- The comprehensiveness of the prevention plan (prevention programs only);
  - Clear identification of prioritized risk factors from the plan (prevention programs only);
  - The link between the proposed project and the risk factors prioritized in the prevention plan (prevention programs only);
  - Compatibility between the chosen program and the specified target population;
  - Appropriateness of selected program outcomes;
  - Description of the proposed project; how the model program will be implemented in the community;
  - Ability to leverage existing resources and services, create new sources of support and sustain the activities after the conclusion of grant funding; and
  - Community readiness and leadership commitment.
- Special consideration will be given to applicants of rural communities.*

Selected applicants will be notified and asked to submit full grant applications. Full applications for selected applicants must be received by **5:00 p.m. on August 4, 2006. DCJS will not accept faxed or electronically mailed applications.**

#### **Individual Technical Assistance**

Those invited to submit full proposals may contact Ashaki McNeil of the DCJS Juvenile Services Section, (804) 225-4329, [ashaki.mcneil@dcjs.virginia.gov](mailto:ashaki.mcneil@dcjs.virginia.gov), for technical assistance in preparing full applications.

## Useful Resource

Applicants are encouraged to go to the OJJDP Model Programs Guide, [http://www.dsgonline.com/mpg2.5/mpg\\_index.htm](http://www.dsgonline.com/mpg2.5/mpg_index.htm), for assistance in selecting evidence-based programs meeting the local needs.

**Pre-selected applicants must complete a full application which includes the items requested below. Application narratives, addressing items 2-7, are limited to 12 pages, double-spaced, single sided, in 12-point font.**

1. **The DCJS GRANT APPLICATION** cover sheet (Form DCJS-1-0198). The chief executive official (county administrator or city manager) of the sponsoring local unit of government must sign this cover sheet.
2. **Planning Process:** Description of the planning process for this application including:
  - a. Roster of the "Prevention Policy Board/Planning Group" (including names, affiliations, addresses);
  - b. How decisions were made regarding the selection of the objective(s), the risk factors to be addressed, the target population, and model program;
  - c. The continuing roles of planning group members after the grant award;
  - d. Participation of the planning group in the evaluation and reporting process;
  - e. Letters regarding participation in the planning process; commitment of continued planning group support for the program; and letters committing resources shall be included as an appendix.
3. **History and Coordination of Prevention/Juvenile Justice Resources in the Community:** Description of the history and background of prevention and/or intervention initiatives, including a description of other grant funding received by the locality for prevention purposes, and how JJDP grant funding will coordinate with funding from other sources (including Safe & Drug Free Schools and Communities, Truancy and Dropout Prevention, Family Preservation, VJCCCA etc.).
4. **Documentation of Need:** A detailed documentation of need including:
  - a. Issues that are relevant to the prevention plan objectives and the population targeted for the program;
  - b. Information on community, family, school, and individual/peer risk factor data.
5. **Target Population:** Description of the target population including demographics, characteristics, age group and specific risk and protective factors (strengths/resources) relevant to delinquency prevention. Prevention programs only: cite the page(s) of the comprehensive delinquency prevention plan relevant to this request.
6. **Model Program:** Description of the model program chosen. Provide the following:
  - a. The name of the program;
  - b. Process by which fidelity will be maintained in replicating the program;
  - c. Discussion of any anticipated modifications to the chosen program model; modifications that compromise the integrity of the model will not be allowed;
  - d. If a model strategy rather than a model program is being proposed, clearly justify each activity and how it can be expected to prevent the entry or further involvement of youth in the juvenile justice system.

**7. Implementation:** Implementation plan including:

- a. Names and/or descriptions of all program and evaluation staff/positions of all agencies or groups working with the program, to include resumes and job descriptions of all staff;
  - b. Description of the organizational structure supporting the program;
  - c. Description of activities for recruiting and retaining program participants; and
  - d. The clearly established link between demonstrated local needs and the proposed program.
8. A detailed work plan (Page 28) listing organizational, programmatic, and evaluation steps, activities, and completion dates.

**9. Performance Measures:**

Applicants must submit data/information that will be collected at the program level to measure specific outcomes and outputs that the programs are designed to achieve. The Office on Juvenile Justice and Delinquency Prevention (OJJDP) requires subgrantees to report all mandatory outcomes and outputs based on the specified program areas. Additionally, each subgrantee report on two non-mandatory outcome measures and two non-mandatory output measures. Applicants must submit a logic model for their proposed program stating the Program Area selected. To select a program area and logic model design that best fits your need please visit [www.dsgonline.com](http://www.dsgonline.com)

- 10. Project budget, budget narrative and demonstration of matching funds** (in kind or cash). Please see JJDP Grant General Submission Requirements and Funding Prohibitions for use of funds. The budget form is available on the DCJS web site in EXCEL, Rich Text Format, or Portable Document Format. A paper copy of the budget form and instructions are included in this application kit with the application forms.

**11. Additional letters of support**, if appropriate.

- 12. Certifications and assurances**, including General Grant Conditions and Assurances and Certifications Regarding Lobbying; Debarment; Suspension and Other Responsibility Matters; and Drug-Free Workplace Requirements, signed by the chief executive officer of the local government or state agency (any of these certification forms submitted with the proper signature along with the Concept paper need not be resubmitted). These documents are on the DCJS web site at <http://www.dcjs.virginia.gov/forms/>.

**Things to Think About in Preparing your Application:**

- Is your target community well defined? Do you know exactly where you will focus your delinquency prevention or intervention resources?
- Is your target community of a manageable size to support the implementation and evaluation of a risk-based prevention or intervention program?
- Have you gained the cooperation of all of the potentially important government entities within the boundaries of your target community (e.g., the school districts, town, and county)?
- How might community characteristics influence your prevention or intervention efforts and affect the provision of services to families and youth in the target community?
- Have you involved in the delinquency prevention or intervention initiative the major racial, cultural, and socioeconomic groups who live in your target community?
- Some evidenced based programs are designed age specific. Does your selected program fit your targeted group?



The grant application must be received by DCJS **no later than 5:00 p.m., on August 4, 2006**. The application package for first year funding must consist of **one original and three (3) copies** of the grant application. Submissions by fax transmittal and electronic mail will NOT be accepted. Applications should be directed to:

The Department of Criminal Justice Services  
Attn: Grants Administration  
202 North Ninth Street  
Richmond, VA 23219

## **USE OF FUNDS**

Grant funds under the JJDP Delinquency Prevention Grant Program may be used to support the provision of grant-related services to the targeted youth population and their families. See **JJDP GRANT GENERAL SUBMISSION REQUIREMENTS AND FUNDING PROHIBITIONS**, included in this application kit, for further guidance on use of JJDP grant funds.

## **MATCHING FUNDS**

The applicant must provide matching funds equaling 50% of the grant award. The match may be provided in cash or through in-kind support. Matching funds must be from funds provided to, and under the control of, the applicant, and cannot be other federal funds. Applicants must be able to account for all program funds (grant award and match) via a separate budget or program-designated line item part 2(s) within an existing management system. Parameters on the use of funds as noted above apply to the use of matching funds. See JJDP GRANT GENERAL SUBMISSION REQUIREMENTS AND FUNDING PROHIBITIONS for further clarification about matching funds. Localities are requested to only include in the budget a match of 50% of the federal funds requested. If localities wish to show additional support, they are directed to Line 7 of the budget, which enables the applicant to demonstrate this additional support. **Many localities express difficulty in obtaining the requisite match. If you are having difficulty identifying appropriate match, please contact Laurel Marks at (804) 786-3462 or [laurel.marks@dcjs.virginia.gov](mailto:laurel.marks@dcjs.virginia.gov).**

**Matching funds are subject to the same requirements for accounting and expenditure as federal grant funds.**

# **Application Forms**

## NOTICE OF COMPLIANCE REQUIREMENTS FOR JJDP

In order to be eligible to apply for funds from the Juvenile Justice and Delinquency Prevention Act, localities must comply with the four JJDP Act core requirements:

1. Deinstitutionalization of status offenders and non-offenders.
2. Separation of adults from juveniles in adult jails and police lockups.
3. The removal of juveniles from jails and police lockups.
4. Minority over-representation in the juvenile justice system.

By signature below, I certify as County/City Administrator that I have received notice of the requirements for participation in the Juvenile Justice and Delinquency Prevention Act Grant Program as established by the Federal Act.

I understand that on-going compliance with these core requirements is required for continuation of funding.

The requirements 1-3 of the Juvenile Justice and Delinquency Prevention Act are monitored by the Department of Criminal Justice Services (DCJS) in conjunction with the Department of Juvenile Justice and the Department of Corrections through on site monitoring and standards. The *Code of Virginia* is not in conflict with these JJDP Act provisions. Requirement 4 requires local assessment as described below.

#### **4. Minority over-representation in the juvenile justice system.**

This requirement relates to the disproportionate representation of minorities in secure juvenile confinement facilities (juvenile detention facilities and juvenile correctional centers).

In order to be in compliance with this provision of the JJDP Act, the locality should assess the extent to which minority juveniles are over-represented in confinement statistics. If minority juveniles are not over-represented there are no further requirements on the part of the locality. If minority juveniles are over-represented then the locality should develop a plan for addressing minority over-representation in the juvenile justice system.

At a minimum this plan should:

1. Identify the representation of each minority group over 2% of the population with U. S. Census data. The Office of Juvenile Justice and Delinquency Prevention provides a useful resource for juvenile population data at <http://ojjdp.ncjrs.org/ojstatbb/ezapop/default.asp>. Compare this percentage against the representation of minority juveniles at each stage of the juvenile justice system to determine whether there is minority over-representation. For some communities, refining the minority over-representation data on a neighborhood basis may be helpful, although it is not required.
2. Assess the accessibility of prevention, early intervention programs, and alternatives to incarceration for minority youth.
3. Address cultural competency of service providers and juvenile justice system professionals.
4. Assess the barriers to minority participation in programs.
5. Develop action steps to take to address minority over-representation.

Technical assistance and data support are available from DCJS. For technical assistance, contact Curtis Stevens, DCJS Compliance Monitor at [curtis.stevens@dcjs.virginia.gov](mailto:curtis.stevens@dcjs.virginia.gov) or by telephone at 804 786-0051. For data support, contact Dr. Aura Hanna, Juvenile Justice Research Analyst at [aura.hanna@dcjs.virginia.gov](mailto:aura.hanna@dcjs.virginia.gov) or by telephone at 804 692-0977.

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County Administrator/City Manager

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Date

## PREVENTION POLICY BOARD (PPB) or JUVENILE JUSTICE PLANNING GROUP MEMBERS ROSTER

*This roster records information about the members of your community's Prevention Policy Board (PPB) or Planning Group. You should complete this roster to document the composition of your planning group.*

Community Sector	Community Sector	Community Sector
Justice System/Courts (e.g., Juvenile Court, CA's Office, defense bar)	Prevention (e.g., CSB prevention specialist, Office on Youth)	Cultural/Ethnic Groups (e.g., NAACP)
Law Enforcement (e.g., Police or Sheriff's Departments)	Mental Health/Substance Abuse Treatment Providers (e.g., CSB, private vendors)	Existing Task Force (e.g., Prevention 2000)
Education (e.g., Pre-School, Elementary or High School)	Civic/Volunteer Organizations (e.g., Lions Club, Junior League)	Senior Citizens (e.g., AARP, Senior Center)
Youth Serving Organizations (e.g., YMCA, Boys Club)	Media (e.g., TV or Radio Station)	Youth Members (Persons under age 21)
Child Welfare Agencies (e.g., Dept. of Social Services)	Business (e.g., Private Company)	Parents (Parent of Youth)
Religious Organizations (e.g., Church or Synagogue)	Local Government (e.g., Mayor's Office)	Other
Health Services (e.g., Health Department, Hospitals)		

**F. Organization (Org.) Type:** In Column F, write the appropriate organization type code from the table below to indicate whether the PPB member represents a public agency (PUB), private non-profit organization (PNP), or a private for-profit business (BUS). Use the code "CTZ" if the member is a citizen of the community, not affiliated with any particular organization.

**G. Start Date:** Enter the date the member joined the board.

### Things to Think About When Completing Prevention Policy Board/Planning Group Roster:

- Are community youth and parents involved on the PPB?
- Is there representation by public agencies, including schools, courts, law enforcement, prosecutors, etc., private non-profit organizations serving youth and families, and for-profit businesses?
- Does your overall membership reflect the racial, ethnic, and cultural composition of the community's youth population?
- Are there major community sectors that are not represented? Are there community sectors that are overly represented?
- How many community key leaders (e.g., city council member, police chief, school superintendent, etc.) are members?
- Should new recruitment efforts be implemented for the continuation of the project?

## PREVENTION POLICY BOARD (PPB)/PLANNING GROUP MEMBERS ROSTER

A. #	B. Name	C. Title	D. Organization	E. Community Sector	F. Org.Type	G. Start Date
1)						
2)						
3)						
4)						
5)						
6)						
7)						
8)						
9)						
11)						
12)						
13)						
14)						
15)						
16)						
17)						
18)						
19)						
20)						
21)						

# Grant Application

Department of Criminal Justice Services, 805 East Broad Street, Richmond, Virginia 23219

<b>Grant Program:</b>			
<b>Applicant:</b>			
<b>Applicant Federal ID #:</b>			
<b>Jurisdiction(s) Served:</b>			
<b>Program Title:</b>			
<b>Grant Period:</b>			
<b>Type of Application:</b>	<input type="checkbox"/> New <input type="checkbox"/> Continuation of Grant Number: _____ <input type="checkbox"/> Revision of Grant Number: _____		

	<b>Project Director</b>	<b>Project Administrator</b>	<b>Finance Officer</b>
<b>Name:</b>			
<b>Title:</b>			
<b>Address:</b>			
<b>Phone:</b>			
<b>Fax:</b>			
<b>E-mail:</b>			
<b>Signature of Project Administrator:</b>			
<b>Brief Project Description:</b>			

<b>Project Budget Summary</b>	<b>DCJS Funds</b>		<b>Match</b>
	<b>Federal</b>	<b>General</b>	
<b>Personnel</b>	\$	\$	\$
<b>Consultants</b>	\$	\$	\$
<b>Travel/Subsistence</b>	\$	\$	\$
<b>Equipment</b>	\$	\$	\$
<b>Indirect Costs</b>	\$	\$	\$
<b>Supplies/Other Operating Expenses</b>	\$	\$	\$
<b>Totals:</b>	\$	\$	\$

<b>Grand Total: \$</b>
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## **GRANT APPLICATION FACE SHEET**

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### **Instructions for Completing Grant Application/Face Sheet**

#### **Grant Program**

Indicate whether you are applying for JJDP Prevention or Early Intervention funds.

#### **Applicant Jurisdiction**

Insert the official name of the local unit of government or combination of such units.

#### **Jurisdiction(s) Served**

List all localities to be served; if statewide, reflect as "statewide."

#### **Program Title**

List the specific title of the program for which you are requesting funds.

#### **Grant Period**

Grants will be awarded for the period October 1, 2006 through June 30, 2007, with the possibility of continuation funding, subject to availability of funds and to performance justifying continuation. Applicants should anticipate start-up procedures, such as contracting and personnel hiring, which may delay beginning date.

#### **Type of Application**

Check the appropriate box. If the application is for a subsequent allocation, indicate the current grant number.

#### **Project Director, Project Administrator, and Finance Officer**

**Project Director** - The person who will have day-to-day responsibility for managing the project.

**Project Administrator** - The person who has authority to formally commit the locality to complying with all the terms of the grant application including the provision of match. This **must** be the city, county or town manager. If someone other than the manager or chief elected officer has been delegated the authority to sign, and signs the grant application, include a copy of the letter, memorandum or other document by which the signing authority was delegated.

**Finance Officer** - The person who will be responsible for fiscal management of the funds.

**It is extremely important that you provide fax and voice telephone numbers and, if possible, e-mail addresses for each person.**

#### **Brief Project Description**

A short description of the proposed project that the application represents.

#### **Project Budget Summary**

Total figures from "Itemized Budget."

**ITEMIZED BUDGET**

1. Personnel/Employees				DCJS FUNDS		APPLICANT MATCH		TOTAL
a. Names of Employees	Position Titles	Annual Salary Rate	Hours Devoted	FEDERAL	STATE	CASH	IN-KIND	
<b>TOTAL:</b>								
<b>b. Fringe Benefits</b>								
FICA % =								
Retirement =								
Other (itemize) =								
<b>TOTAL:</b>								
<b>TOTAL PERSONNEL (a + b):</b>								

**2. Consultants (including Travel and Subsistence)**

<b>a. Individual Consultants</b>				
Type:				
Hours Devoted:				
<b>TOTAL:</b>				
<b>b. Organizations and Associations</b>				
Type:				
Fee:				
Time Devoted:				
<b>TOTAL:</b>				
<b>c. Consultants' Subsistence and Travel</b>				
Number of Days:				
Rate/Day:				
<b>TOTAL:</b>				
<b>TOTAL CONSULTANTS (a + b + c)</b>				

**3. Travel and Subsistence for Project Personnel**

a. Local Mileage _____ X _____ per mile				
b. Non-local Miles _____ X _____ per mile				
c. Subsistence _____ days X _____ per day				
d. Air or other fares _____				
<b>TOTAL TRAVEL:</b>				



**ITEMIZED BUDGET (Continued)**

4. Equipment				DCJS FUNDS		APPLICANT MATCH		TOTAL
Type	Quantity	Unit Price	Purchase or Rental	FEDERAL	STATE	CASH	IN-KIND	
TOTAL EQUIPMENT:								

**5. Supplies and Other Expenses**

Type	Quantity	Price					
TOTAL SUPPLIES AND OTHER:							

**6. Indirect Cost**

TOTAL INDIRECT COST:							

**GRAND TOTAL:**

--	--	--	--	--

**7. Cash Funds**

Cash funds from sources other than grant program supporting this project - (itemize). (Do not add to requested Project Budget Summary accounts.)				
TOTAL:				

## BUDGET AND BUDGET NARRATIVE

### FUNDS REQUIRED FOR YOUR PROPOSAL

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Thoroughly explain the reason for each requested budget item and the way its cost was determined. DCJS wishes to encourage frugality to the extent possible without affecting program quality. Applicants are encouraged to utilize existing personnel and volunteers to support paid staff or consultants and to request a minimum of non-local travel. **Budget items and costs not thoroughly justified and explained will be deleted from the budget.**

In completing the grant application, applicants for delinquency prevention funds should show their match contributions in the "Subgrantee Match" column. Federal funds should be shown in the "DCJS Funds Federal" column.

#### 1. **Personnel/Employees**

- a. **For salaries**, list each position by name of employee (if available) and title. Show the annual salary rate for the employee and the hours of time to be devoted to the project by the employee. Job descriptions and qualifications of staff should be included in the appendix material. The amount requested should take into account time needed to establish and fill new positions and the changing demands for personnel during the course of the project. Could present staff be reallocated? Could volunteers be utilized? Do all positions need to be full-time? Are salary scales consistent with similar state or local wage scales? Recommended qualifications include: knowledge of local services, prior relevant work experience, knowledge of law and administrative policies relevant to job duties, and prior relevant academic training. Workload must justify creating full-time positions.
- b. **For employee benefits**, indicate each type of benefit included, the rate at which benefits are calculated, and the total cost allowable to employees assigned to the project.

#### 2. **Consultants:**

- a. **For individuals to be reimbursed for services on a fee basis**, list each type of consultant or service (with numbers in each category and names of major consultants when available), the proposed daily fee rate, and the amount of time to be devoted to such services. **Individual consultant rates may not exceed \$450.00 per day.** A fee of \$450 per day will not be automatically authorized. Documentation must show that the fee requested is at or below the consultant's usual and customary fee before approval will be given.
- b. **For organizations, including professional associations and educational institutions, performing professional services**, indicate type of services being performed and the estimated contract price.
- c. **Travel and subsistence.** Estimate actual costs. These must be reasonable and adhere to the sub grantee's established travel policy.

Requests for consultants will be very carefully screened. Only when it can be clearly justified that the use of outside consultants will significantly and permanently enhance project effectiveness will consultant fees be approved.

#### 3. **Travel:**

Itemize total travel expenses of project personnel by local mileage, non-local mileage, and subsistence. Subgrantees may follow their own established travel rates if they have

established travel policy. If a subgrantee does not have an established policy, then he/she must adhere to state travel policy. Transportation costs, such as air and rail fares, greater than coach rates will not be approved. The narrative should explain relevance of the proposed travel to job duties.

4. **Equipment:**

Equipment purchases must be directly associated with service delivery. Each item to be purchased must be separately listed with unit cost. Each item to be leased or rented must be separately listed with the cost associated with the lease or rental. Vehicles, weapons, uniforms, general office equipment and furnishings will be disallowed. The budget narrative must thoroughly explain the relevance and importance of each item to the project. Items not thoroughly justified will be deleted.

5. **Supplies and Other Operating Expenses:**

All costs should be itemized within this category by major types (i.e., office supplies, training materials, research forms, telephone, postage) and show basis for computation ("X" dollars per month for office supplies; "Y" dollars per person for training materials, etc.).

6. **Indirect Costs:**

These are costs that cannot be assigned to a particular category but are necessary to the operation of the organization and the performance of the project. Indirect costs will only be approved if the applicant has an approved indirect costs rate from a cognizant federal agency. A copy of that approval must be submitted with the grant application.

7. **Construction/Remodeling:**

These are not allowable expense under JJDP funded grants.

8. **Cash Funds from Sources Other than Grant Program Supporting this Project:**

This item is included to permit those applicants wishing to do so to show any additional support which they may be providing to the proposed project, beyond the funds (both DCJS and match, if applicable) actually applied for in the grant application budget. Funds shown in this item are not governed by the terms, conditions and assurances that apply to the grant award. List the source and amount of cash.

## PROGRAM WORKPLAN

PROGRAM  
CATEGORY \_\_\_\_\_

DATE \_\_\_\_\_

LOCALITY \_\_\_\_\_

OBJECTIVE-ACTIVITY	PLANNED		ACTUAL		DOCUMENTATION
	BEGIN	END	BEGIN	END	

## DEPARTMENT OF CRIMINAL JUSTICE SERVICES

If you have questions while preparing your grant application, DCJS staff members are available for technical assistance. Below are the names, telephone numbers, and e-mail addresses of staff members who can assist you.

### **Questions Regarding Grant Concept Papers or Full Applications**

Ashaki McNeil, Grant Monitor

(804) 225-4329

[ashaki.mcneil@dcjs.virginia.gov](mailto:ashaki.mcneil@dcjs.virginia.gov)

### **Financial Questions**

Bill Dodd, Assistant Section Chief, Grants Administration Section

(804) 371-0638

[bill.dodd@dcjs.virginia.gov](mailto:bill.dodd@dcjs.virginia.gov)

### **Application Forms/Workshop Registration**

Laureen Hyman

(804) 786-9119

[laureen.hyman@dcjs.virginia.gov](mailto:laureen.hyman@dcjs.virginia.gov)

# **Appendix A**

## **Risk-Focused Delinquency Prevention Planning**

## **RISK-FOCUSED DELINQUENCY PREVENTION PLANNING**

The demand for effective violence and delinquency prevention programs has never been greater. To date, many of the resources committed to the prevention of youth violence and delinquency have been invested in untested programs with little or no evaluation. Today, a substantial body of research exists on the causes and correlates of violence and delinquency. Risk factors and protective factors for violence and delinquency have been identified in many communities and prevention programs designed to reduce or eliminate risk factors and facilitate protective factors have been implemented.

### **Risk Factors**

Research conducted over the past half century has clearly documented a number of risk factors that increase the likelihood of adolescent problem behaviors. These risk factors are present in four general arenas or areas of each child's environment: the community, the family, the school, and the individual/peer.

### **Protective Factors**

To counter these risk factors, protective factors must be introduced. Protective factors are qualities or conditions that moderate a juvenile's exposure to risk. By increasing the influence of protective factors, we can reduce the impact of risk factors during the course of children's development. In essence, this approach causes us to focus on the factors that promote the positive and pro-social development of all children.

Research indicates that protective factors fall into three basic categories:

1. Individual characteristics such as resilient temperament and a positive social orientation;
2. Bonding with pro-social family members, teachers, adults, and friends; and
3. Healthy beliefs and clear standards within the family, school, and community.

### **Risk Assessment**

The risk-focused prevention approach calls on communities to identify the risk factors to which their children, youth and families are exposed. Risk-focused delinquency prevention provides communities with a conceptual framework for prioritizing the risk factors in their community, assessing how their current resources are being used, identifying resources which are needed, and choosing specific programs and strategies that directly address those risk factors through the enhancement of protective factors.

Another key component of this approach is the coordination and use of existing programs and resources. A community-wide prevention strategy must inventory available state, local, private, and federal resources and develop vehicles for making these resources and programs readily accessible to children and families in need.

Every community is unique and with different risk and protective factors. What might be successful in reducing juvenile crime in one community might not make an impact in another. It is necessary for each community to conduct an assessment of the risk factors for adolescent problem behaviors and the resources available in their own community.

The goal of such an assessment is to develop a coherent portrait of the community with regard to the levels of risk within various populations and groups. Communities also need to gather information on prevention programs and activities that are currently being offered in order to assess their effectiveness in reducing critical risks and their appropriateness to the community's specific needs and resources.

## **Community Preparation**

This task is not one that can be easily or quickly accomplished. A successful outcome is as dependent on the establishment of an effective community planning process as it is on implementation of a sound prevention program. For this reason, communities that have not already completed a comprehensive community plan should withhold an application for JJDP funding until the planning process has been fully implemented. JJDP funds will be available annually (subject to federal appropriations) and it is anticipated that new grant awards will be made during each new grant cycle. DCJS makes risk-focused delinquency prevention planning training available annually if there is sufficient interest to localities which have not yet undergone a thorough planning process. Please contact Ashaki McNeil if you are interested in learning more about this training.

Communities are also encouraged to enhance and take advantage of community needs assessments already underway or completed by other existing and relevant multi-agency or community-wide planning groups. Examples of these planning groups include but are not limited to: Community Policy and Management Teams (CPMT); Drug-Free Schools and Community Planning Teams; Community Criminal Justice Boards (CCJBs); Department of Health-Part H activities; Office On Youth Boards/Commissions; Enterprise Zone/Economic Community Planning groups; and District Planning Commissions.

## **Commitment by Key Community Leaders**

Key leaders include those elected or appointed officials within a community such as mayors, city/county executives, supervisors or council members, police chiefs, judges, school superintendents, etc. Key leaders may also include business, civic or religious community leaders. The involvement of these leaders is essential in that they have the status and authority to launch and to support the continuation of community prevention activities. Their leadership, approval and support are critical to the long-term success of programs. Their positions afford the opportunity for strengthening current policies that support prevention activities or for fostering new directions more favorable to a community-wide prevention initiative.

For these reasons it is essential that key leaders be involved at the earliest stages of the community planning process and that they be integrally involved in the ongoing development of the prevention plan and related program activities. As such, commitment by key leaders should be evidenced through their individual or collective actions that demonstrate support for, and involvement in, the mobilization of resources for prevention initiatives within the community. This may take the form of policy directions, allocation of fiscal or human resources, establishment of youth or family-oriented prevention planning bodies, direct participation in planning or direct-service program activities, or similar demonstrable actions. In addition to letters of support from key leaders for the proposed grant activity, the assessment of community readiness (see Three-Year Plan below) should document demonstrable forms of key leader commitment.

## **Designation of a "Prevention Policy Board"**

Each unit of local government applying for JJDP funding must designate or form a local "Prevention Policy Board" (PPB) composed of between 15 and 21 members who reflect the racial, cultural, ethnic and economic diversity of the community. In your local community the local oversight group may be called something different (e.g., the "Juvenile Delinquency Prevention Task Force" or a "Steering Committee"), but PPB is used throughout this application to signify this required Title V oversight body. Members must represent a balance of public agencies, private nonprofit organizations serving children, youth and families, and business and industry. Agency and organizational representation should include education, juvenile justice, law enforcement, child welfare/protective services, health,



mental health and housing. Representation should also encompass employment services, recreation programs, prosecutors and defense attorneys, private business and manufacturing, civic and religious leaders, neighborhood associations, and parent, family, and youth groups. The applicant should also assure that the PPB, to the extent possible, contains one or more members under the age of twenty-one and one or more parents or guardians with children who have had contact or are at risk of contact with the juvenile justice system.

A specific local agency or entity must have responsibility for support of the PPB. This entity must be:

1. Authorized through formal action of the local governing body to undertake local planning and administrative functions related to the coordination of services for youth and families; and
2. Accountable to the local governing body and have access to the governing body in reporting on its planning, administration, fiscal and evaluation activities.

The role of the PPB will be to provide general oversight for developing the plan, approve the plan prior to submission to the State, and make recommendations to the responsible local agency or entity for the distribution of funds and evaluation of funded activities.

Consistent with Federal intent to maximize the use of existing community resources, communities in Virginia are encouraged to integrate the JJDP planning and administrative functions into existing youth and family-focused planning and administrative structures rather than creating a separate and specialized delinquency prevention policy-level board. To this end, it is desirable that existing agencies or entities organized in accordance with the two criteria listed above utilize, to the extent possible, existing planning bodies and existing community plans. It is anticipated that some adjustments in the membership of these existing planning bodies may be necessary and that existing plans may require modifications in order to more fully address the criteria listed below. In such instances, the applicant should include a narrative explanation of the steps to be taken and the time frame required to achieve compliance with the criteria.

### **Submission of a Comprehensive Three Year Plan**

There are many models for community comprehensive delinquency prevention planning. Many other grant funded programs in the Commonwealth of Virginia require a similar plan. These include, but are not limited to: Family Preservation Plans, Community Services Prevention Plans, Youth Violence Reduction Plans, and Office on Youth Plans. In some communities these planning requirements have been approached by separate, ad-hoc planning efforts. The intent of DCJS is to assist communities in developing a comprehensive long-term approach to prevention and early intervention services. DCJS seeks to be a part of the funding of locality-specific comprehensive plans and not to cause localities to duplicate planning for the purpose of receiving JJDP funds. In light of this agenda, localities may choose their model of prevention planning and submit plans which are consistent with existing local processes and structures, as long as they meet the federal requirements.

DCJS is available to provide technical assistance and support to localities that have not developed or wish to improve their comprehensive delinquency prevention plans.

The community's risk-focused comprehensive delinquency prevention plan must cover no less than a three-year period. The plan must, at a minimum, contain the following elements:

- a. The designation or formation of a local Prevention Policy Board (PPB) consisting of no fewer than 15 and no more than 21 members from the community, representing a balance of public agencies, private nonprofit organizations serving children, youth, and families, and business and industry. Such agencies and organizations may include education, health and mental health, juvenile justice, child welfare, employment, parent, family, and youth associations, law enforcement, religion, recreation, child protective services, public defenders, prosecutors, and private manufacturing and service sectors. The applicant should also assure that the PPB, to the extent possible, contains one or more members under the age of twenty-one, one or more parents or guardians with children who have had contact or are at risk of having contact with the juvenile justice system, and an overall membership that generally reflects the racial, ethnic, and cultural composition of the community's youth population. A specific local agency or entity must have responsibility for support of the PPB;
- b. Evidence of commitment of key community leaders to supporting a comprehensive, delinquency prevention effort. Key leaders may include public and private individuals in key leadership and policy positions who are instrumental in effecting policy changes, controlling resources, and mobilizing the community;
- c. Definition of the boundaries of the program's neighborhood or community;
- d. An assessment of the readiness of the community or neighborhood to adopt a comprehensive delinquency prevention strategy;
- e. An assessment of the prevalence of specific, identified delinquency risk factors in the community, including the establishment of baseline data for the risk factors. The assessment of risk factors must result in a list of priority risk factors to be addressed, as determined and approved by the PPB;
- f. Identification of available resources and promising approaches, including Federal, State, local, and private, and a description of how they address identified risk factors, and an assessment of gaps in needed resources and a description of how to address them;
- g. A strategy, including goals, objectives, and a timetable, for mobilizing the community to assume responsibility for delinquency prevention. This should include ways of involving the private nonprofit and business sectors in delinquency prevention activities;
- h. A strategy, including goals, objectives, and a timetable, for obtaining and coordinating identified resources which will implement the promising approaches that address the priority risk factors. This strategy must include a plan for the coordination of services for at-risk youth and their families;
- i. A description of how awarded funds and matching resources will be used to accomplish stated goals and objectives by purchasing of services and goods and leveraging other resources. This should include a budget which lists planned expenditures;
- j. A description of how the PPB will provide general oversight for developing the plan, approve the plan prior to submission to the State, and make recommendations to the responsible local agency for the distribution of funds and evaluation of funded activities;
- k. A plan for collecting data for the measurement of performance and outcome of project activities.

# **Appendix B**

## **Risk Factor Matrix**

## Adolescent Problem Behaviors

	Substance Abuse	Delinquency	Teen Pregnancy	School Drop-out	Violence	Depression & Anxiety
<b>Community Risk Factors</b>	.	.	.	.	.	.
Availability of drugs	✓	.	.	.	✓	.
Availability of firearms	.	✓	.	.	✓	.
Community laws and norms favorable toward drug use, firearms, and crime	✓	✓	.	.	✓	.
Media portrayals of violence	.	.	.	.	✓	.
Transitions and mobility	✓	✓	.	✓	.	✓
Low neighborhood attachment and community disorganization	✓	✓	.	.	✓	.
Extreme economic deprivation	✓	✓	✓	✓	✓	.
<b>School Risk Factors</b>	.	.	.	.	.	.
Academic failure	✓	✓	✓	✓	✓	✓
Lack of commitment to school	✓	✓	✓	✓	✓	.
<b>Family Risk Factors</b>	.	.	.	.	.	.
Family history of the problem behavior	✓	✓	✓	✓	✓	✓
Family management problems	✓	✓	✓	✓	✓	✓
Family conflict	✓	✓	✓	✓	✓	✓
Favorable parental attitudes and involvement in the problem behavior	✓	✓	.	.	✓	.
<b>Peer &amp; Individual Risk Factors</b>	.	.	.	.	.	.
Early and persistent antisocial behavior	✓	✓	✓	✓	✓	✓
Rebelliousness	✓	✓	.	✓	.	.
Friends who engage in the problem behavior	✓	✓	✓	✓	✓	.
Gang involvement	✓	✓	.	.	✓	.
Favorable attitudes toward the problem behavior	✓	✓	✓	✓	.	.
Early initiation of the problem behavior	✓	✓	✓	✓	✓	.
Constitutional factors	✓	✓	.	.	✓	✓



## **Appendix C**

### **Developing a Graduated Sanctions System/ Continuum of Services**

## **DEVELOPING A GRADUATED SANCTIONS SYSTEM/ CONTINUUM OF SERVICES**

Historically, juvenile justice has had a greater focus on rehabilitation than the adult criminal justice system, which focused more on retribution and punishment. From the mid-1970s until the early 1980s, the concept of rehabilitation in both systems was attacked because it was believed that it was not as effective as was hoped or expected. Reform efforts in the 1980s in the adult system focused on four (4) goals of sentencing: treatment, general deterrence, retribution, and incapacitation. All four goals operate in any sentencing system and must be integrated into a cohesive system. One of the most popular means of addressing this task was to establish a series of progressively more severe penalties as the offender progressed through the criminal justice system.

This progressive disposition system was adopted by the juvenile justice system and now is reflected in a model thought to be effective for treatment of juvenile offenders: graduated sanctions, or, a continuum of dispositional options. This approach involves the community in its design and implementation of a continuum of services that envelops a graduated sanctions system for the juvenile offender. The current model combines the graduated sanction system with the premise that public safety can be improved by providing prevention, intervention, and treatment services to at-risk and delinquent youth through pooling community resources and having a cooperative effort to address the needs of these youths. A juvenile in the court system for a first offense, or for a minor offense, should be treated less severely than a serious, chronic, or violent offender. As the number and severity of offenses increase, so should the intensity of treatment along the continuum of services given to offenders. Comprehensive needs assessment and objective risk assessments are vital in ensuring proper placement of offenders in various levels of intervention and in monitoring their progress. The multiple risk factors and needs of juvenile offenders and their families must be addressed in order to reduce the probability of future re-offense. Assessments should identify and address barriers to the youth's long-term outcomes. There is a need to develop procedures to ensure a proper match of offenders with levels of service. The underlying premise is that it is best to use the level of sanction that best addresses the needs of the individual while adequately protecting the public.

The OJJDP embraced this concept through its publication of the *Comprehensive Strategy*<sup>3</sup> and through subsequent funding of programs designed to implement a continuum of services/graduated sanctions system.

A model graduated sanctions system should combine reasonable, fair sanctions adequately addressing the needs of the community with treatment and rehabilitation. It should consist of a continuum of services that includes a wide variety of programs that address the many diverse needs of the juveniles in the system. It should include immediate intervention, including community-based diversion and day treatment, for first-time or nonviolent offenders; intermediate sanctions, including intensive supervision and specialized programming, for some first-time serious

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<sup>3</sup> Guide for Implementing the Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders, OJJDP June 1995. To obtain a copy of the Guide, please contact the OJJDP Juvenile Justice Clearinghouse, (800) 638-8736.

and repeat offenders; and secure confinement for serious, violent, or chronic offenders for whom community sanctions would not be appropriate.

An effective graduated sanctions system predicates its success on its ability to best determine the appropriate level along the continuum of services by using objective risk assessments which evaluate the risk the offender poses to society and take into account the nature of the present offense, the number and nature of prior offenses, and the presence of other risk factors. In addition, the graduated sanctions system should look at the protective factors of each child when determining the appropriate level of care.

The Department of Criminal Justice Services recommends this framework for communities in developing a continuum of services in a graduated sanctions system:

1. Designate a core group to work on your graduated sanctions system/ continuum of services consisting of the following:
  - juvenile court judge
  - court service unit director
  - representative of the commonwealth's attorney
  - local defense bar representative
  - law enforcement representative
  - local unit of government representative
  - representative of the Department of Social Services
  - representative of the School System
  - representative of Mental Health, Mental Retardation, and Substance Abuse
  - non-profit child serving agencies
  - other appropriate child serving agencies
  - parent representative
2. Devise an officially agreed upon strategy, with action steps and timelines.
3. Assess the current service system and identify gaps in existing services.
4. Collect and analyze risk data, demographics, and offense data prioritizing risk factors for immediate attention, and further identifying gaps in existing resources addressing those risk factors. Develop a plan for collecting needed data.
5. Develop objective risk and needs assessment classification systems utilized in the juvenile justice system.
6. Create a structured decision-making system for allocating resources.
7. Design a continuum of services for youth, including diversion, early intervention, and effective community alternatives to incarceration for juvenile offenders, appropriate confinement programs and effective aftercare programs.
8. Develop and gain consensus on a funding plan.
9. Establish formal evaluation mechanisms for monitoring implementation and results of the strategy.

Since the rehabilitation of youthful offenders is important in this model, in order for the continuum approach to be most effective the programs should be small enough to enable juveniles to receive individualized attention. The treatment plans should address the specific needs of each individual youth. Residential programs should have a strong aftercare component in order to transition the juvenile from confinement back into their community. The aftercare program should strongly involve family and community support.



Technical assistance is available to individual localities wanting to establish their graduated sanctions/continuum of services. If you are interested in technical assistance, please contact Laurel Marks, Chief, Juvenile Services Section, at (804) 786-3462.